

## **Parks and Recreation Policies**

**Overarching Chapter Goal:** To provide for the recreational needs of present and future City residents by maximizing the use of existing public facilities, encouraging development of private recreational facilities, and preserving the opportunity for future public recreational use of vacant private lands. Future expansion and development of recreational uses should be encouraged and focused in existing underserved areas of the Milwaukie community and accessible for all ages and abilities.

### **Goal 4.1 – Park Classifications**

Utilize the following parking classifications to guide provision of parks and other public open spaces throughout the City.

**Policy 4.1.1 – Pocket Park:** A small park accessible to the general public, but may be more tailored towards concentrated populations such as seniors or small children. These types of parks are convenient for small, irregular pieces of land where development may be restricted. The size of a pocket park is determined by availability of land versus a pre-established standard, but are typically less than 0.5 acres to provide outdoor space where it is otherwise limited.

**Policy 4.1.2 – Neighborhood Park:** Serves as a recreational and social space of a neighborhood and may also be located on school property. Many provide opportunities for natural areas, informal activities, and passive recreation with playgrounds, picnic areas, community gardens, outdoor basketball courts, and/or multi-use sport fields. Neighborhood parks are intended to serve residents that are within an easy walking or bicycling distance, which may be an area of approximately .5 to 1 mile radius and may range from 0.5 to 5 acres. They are preferably on collector or minor arterial streets or neighborhood greenways.

**Policy 4.1.3 – Community Park:** Serves a broader purpose than neighborhood parks where the focus is to meet community-based recreation needs, as well as, conserving unique landscapes and open spaces. They provide a variety of opportunities for active, passive, and structured recreation for individuals, as well as, groups. They may vary in size from 4.5 to 50 acres and should be located on arterials or other major routes for easy accessibility from all parts of the City.

**Policy 4.1.4 – Natural Area:** A publicly owned area of scenic or natural character serving the entire community, for environmental education and contemplative opportunities. Preservation and habitat restoration and conservation of the resource is the primary objective. Access is primarily on foot or bike, with limited provisions for auto parking. Amenities may include permeable pathways, seating at viewing locations, interpretive displays or markers.

**Policy 4.1.5 – Linear Park:** A linear strip of land that create park connections and corridors that may include natural areas. They are linear in nature, often include trails, and are used as pedestrian and bike corridors to connect activity centers and/or other parks or points of interest. They may also provide wildlife corridors and benefits to natural systems.

**Policy 4.1.6 – Special-Use Areas:** Cover a broad range of outdoor spaces and indoor/outdoor recreation with special features. Special use areas may include indoor areas such as community

centers and senior centers, aquatic facilities, or other public buildings. They also include outdoor areas such as amphitheatres or plazas.

#### **Goal 4.2 – Partnerships and Funding**

Continue to work with North Clackamas Parks and Recreation District (NCPRD), other public and governmental agencies, and private organizations in providing park and recreational facilities and services.

**Policy 4.2.1** – Work with NCPRD to complete, adopt, and maintain an overall parks master plan.

**Policy 4.2.2** – The City will continue to initiate and support joint-use construction and maintenance agreements with the North Clackamas School District and work to provide recreational opportunities on school properties.

**Policy 4.2.3** – The City will participate in regional recreation planning and implementation programs through Metro, and will coordinate activities with NCPRD, Clackamas County, Clackamas County Water Environment Services (WES), and relevant state and federal agencies.

**Policy 4.2.4** – Pursue prioritizing proportional contributions from new development and redevelopment for the expansion of public recreation opportunities in underserved areas of Milwaukie.

**Policy 4.2.5** – Maintain a flexible system with NCPRD where the City can accept land, when appropriate, in lieu of System Development Charges (SDCs).

#### **Goal 4.3 – Planning and Design**

Plan, develop, and enhance natural areas, parks, and recreation opportunities to meet the needs of community members of all ages, abilities, cultures, and incomes and are environmentally sustainable.

**Policy 4.3.1** – Expansion and/or redevelopment of parks and new recreation opportunities shall be tailored towards the needs and abilities of diverse communities.

**Policy 4.3.2** – Pursue solar power and green energy with updates to and expansions of existing parks and recreation opportunities and the creation of new parks and recreation opportunities.

**Policy 4.3.3** – Investigate the feasibility of providing park and open space amenities on land owned by other public agencies, considering safety and security of users and facilities.

**Policy 4.3.4** – Explore conversion of parking lots to parks and recreation opportunities when parking demand decreases.

**Policy 4.3.5** – Explore park designs that cover the buildings of Kellogg Water Treatment Plant and/or incorporate a public education component.

**Goal 4.4 – Transportation and Connectivity**

Increase safe and convenient access to and between all natural areas, parks, and recreation opportunities for community members of all ages and abilities through a variety of transportation options.

**Policy 4.4.1** – Provide an active transportation network to increase connectivity and access between all natural areas, parks, and recreation opportunities.

**Policy 4.4.2** – Bicycle trails, sidewalks, and walking trails provide convenient access for pedestrians and bicyclists to all natural areas, parks, and recreation opportunities.

**Policy 4.4.3** – Encourage transit access to community parks and facilities.

**Policy 4.4.4** – Encourage North/South trail connections along the Willamette River.

**Goal 4.5 – Implementation**

Implement a City-wide park and recreation system which meets the needs and delivers services for all neighborhoods and members of the City as a whole.

**Policy 4.5.1** – Establish a Parks, Recreation, and Open Space zone within the Municipal Zoning Code.

**Policy 4.5.2** – Encourage interim recreation opportunities on vacant and underutilized sites on private or public land to be community member initiated, with a fixed time frame for the proposed use.

**Policy 4.5.3** – Private industry will be encouraged to provide recreation opportunities and facilities for employees in employment areas. New commercial development is encouraged to provide pocket parks and other recreational street amenities for the general enjoyment of the public.

**Policy 4.5.4** – New residential projects may require the dedication of land for public park or open space uses if the development corresponds to areas where park deficiencies have been identified.

**Policy 4.5.5** – In exchange for the dedication of park land, the allowable density on the remaining lands may be increased, so that the overall parcel density remains the same.



## **Willamette Greenway Policies**

**Overarching Chapter Goal:** To protect, conserve, enhance, and maintain the natural, scenic, historical, economic, and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

### **Goal 15.1 – Willamette Greenway Boundary**

Maintain the Willamette Greenway Boundary and utilize a Greenway Compatibility Review Boundary to implement Statewide Planning Goal 15.

**Policy 15.1.1:** Utilize the Greenway Compatibility Review Boundary to identify where the highest level of compatibility review will occur. The Greenway Compatibility Review Boundary will apply within 150 feet of the ordinary high-water line of the Willamette River and in other adjacent areas that have been identified as being in the floodplain of the Willamette River or areas that have unique or significant environmental, social, or aesthetic qualities. The Greenway Compatibility Review Boundary is depicted on Map XX.

**Policy 15.1.2:** Kronberg Park and the area occupied by Kellogg Lake are included within the Willamette River Greenway Boundary.

### **Goal 15.2 – Greenway Design Plan**

To allow preparation of a Greenway Design Plan within the Willamette Greenway Boundary.

**Policy 15.2.1:** The adopted park master plans for Milwaukie Bay Park, Kronberg Park, Spring Park, and the Elk Rock Island management plan will serve the same purpose as a Greenway Design Plan for each of the parks. The park master plans will specify permitted uses and design details that are allowed within the Willamette Greenway. Park master plans will be adopted through the conditional use process.

**Policy 15.2.2:** A Greenway Design Plan may be prepared and adopted as an ancillary plan to the Comprehensive Plan. The Greenway Design Plan may apply to the entire Willamette Greenway or any portion of the greenway. An adopted Greenway Design Plan may provide an alternative review process for development within the greenway provided it is consistent with the adopted plan.

### **Goal 15.3 –Land Use**

To coordinate public and private land uses and ensure compatibility of uses within the Willamette Greenway.

**Policy 15.3.1:** Utilize the Willamette Greenway Zone in combination with underlying land use designations to manage uses and implement City Willamette Greenway objectives and Statewide Planning Goal 15.

**Policy 15.3.2:** Two levels of review will be employed to determine the appropriateness and compatibility of new or intensified uses with the Willamette Greenway.

- a. Within the Greenway Compatibility Review Boundary, a Willamette Greenway Conditional Use Permit must be obtained prior to new construction or intensification of an existing use when

the new or intensified use is not identified as a permitted planned use within an adopted park master plan or the Greenway Design Plan. Special criteria addressing use, siting, size, scale, height, and site improvements will be used to review and guide development within the Compatibility Review Boundary.

- b. Outside of the Greenway Compatibility Review Boundary, new construction and intensification of uses will be allowed, provided that the scale and nature of the use meets the standards specified in the Willamette Greenway Zone. Development standards for these uses will be used to allow certain forms of development as a use by right.

The review process will require consistency with the following plans: Willamette Greenway Element of the Comprehensive Plan, parks master plans, the Greenway Design Plan, and the Downtown and Riverfront Land Use Framework Plan.

**Policy 15.3.3:** Setbacks for new or intensified uses may be established through the park master planning process or through a Greenway Design Plan. When not established through these plan processes, the Willamette River Greenway conditional use process will be used to establish setbacks. For uses that are not water-dependent or water related, setbacks will be determined on a case-by-case basis and the uses will be directed away from the river. Existing and proposed uses that are water-dependent and water-oriented may be permitted near or at the water's edge.

#### **Goal 15.4 – Natural Resource Protection**

To protect and conserve the natural resources within the Willamette River Greenway while recognizing recreation needs.

**Policy 15.4.1:** Within the Willamette Greenway, protect and conserve natural resources through the City's two Natural Resource overlay zones: WQR - Water Quality Resource and HCA – Habitat Conservation Area.

**Policy 15.4.2:** Promote an increase in tree canopy within the Willamette Greenway through tree planting programs and by mitigating for any lost tree canopy that occurs through development.

**Policy 15.4.3:** Support the removal of the Kellogg Creek Dam and the restoration of Kellogg Creek through revegetation of riparian areas with native species. Removal of the Kellogg Creek Dam is consistent with the greenway element of the plan and will not require greenway review. (Note: Check to see if we can actually rely on this policy to avoid greenway review).

**Policy 15.4.4:** Manage Elk Rock Island as a natural area park.

**Policy 15.4.5:** Allow and support environmental education and interpretative displays within the Willamette Greenway.

### **Goal 15.5 – Recreation**

To enhance the recreational use of lands within the Willamette Greenway boundaries while protecting and conserving natural resources.

**Policy 15.5.1:** Park master plans will be used to define the major recreational uses, activities, and design details for each of the parks within the Willamette Greenway.

**Policy 15.5.2:** The parks within the Willamette River Greenway will serve a variety of needs for the City including:

- Access to the Willamette River for water sports - boating, fishing, swimming, kayaking etc.,
- Recreational trails along the river,
- River and natural area viewing,
- Picnicking, and
- Community events.

The Parks and Recreation Element of the Plan will define the primary intent and purpose of each park.

**Policy 15.5.3:** The Willamette Greenway will accommodate a trail system along the river that is intended to connect with future Willamette Greenway trails to the north and south of the City. Develop a trail plan, acquire right-of-way, and build trail segments as funding becomes available.

**Policy 15.5.4:** City bicycle and pedestrian trail systems, such as the Monroe Street Neighborhood Greenway, will be designed to connect with the trail system through the Willamette Greenway.

### **Goal 15.6 – Public Access and View Protection**

To provide, improve, and maintain public access and visual access within the greenway and to the Willamette River and Kellogg Lake.

**Policy 15.6.1:** The City will encourage new public access within the greenway and to the Willamette River, through dedications, easements, or other means.

**Policy 15.6.2:** The City will undertake efforts to make existing points of public access more accessible and usable through maintenance and signing.

**Policy 15.6.3:** As part of the Greenway Compatibility Review process, the City will evaluate proposals for new development and intensification of use for their effect on visual access to the Willamette River and Kellogg Lake from publicly owned land and the public right-of-way. Where impacts are significant, efforts will be made to preserve visual access to the river and lake.

**Policy 15.6.4:** As part of the planning effort for parks and other public improvements, landscape plans will be prepared so that trees and other features are intentionally placed to frame and enhance views of the Willamette River and Kellogg Lake.

**Goal 15.7 – Maintenance of Private Property**

To ensure the rights of private landowners are protected.

**Policy 15.7.1:** The City will cooperate with the State in its programs designed to restrict access between public and private land. Nothing within the State of Oregon or City of Milwaukie greenway program is intended to authorize the unrestricted public use of private land.

**Policy 15.7.2:** The City acknowledges that the land below the ordinary high-water line of the Willamette River is under the ownership and jurisdiction of the Oregon Division of State Lands and may provide opportunities for public use and access.

**Goal 15.8 – Downtown**

Maintain Milwaukie Bay Park, Dogwood Park, and Kronberg Park as the key public amenities in the downtown that attract people to the area to enjoy the open space, public trails, riverfront access, and riverfront-related development, consistent with the Downtown and Riverfront Land Use Framework Plan and park master plans.

**Policy 15.8.1:** Provide safe pedestrian connections between the downtown Milwaukie and the Willamette River consistent with the Downtown and Riverfront Land Use Framework Plan.

**Policy 15.8.2:** Work with Clackamas County Water Environment Services to accommodate recreational and water-related uses at the treatment plant site. This could include full redevelopment and relocation of the facility, shrinking the footprint, adding wetland features, adding a community water quality education center, providing physical access to the river, or capping the treatment plant with park facilities over the plant.

**Policy 15.8.3:** Within the Willamette Greenway, provide opportunities for limited commercial and recreational services that are focused to support users of the river, the parks, or the trail systems.

## **Natural Hazards Policies**

**Overarching Chapter Goal:** Protect the Milwaukie community from the threats of natural hazards through risk minimization, education, and adaptation.

### **Goal 7.1: Identifying and Reducing Hazard Potential**

Identify areas with high natural hazard potential and develop policies and programs to reduce potential negative impacts.

**Policy 7.1.1:** Ensure that City natural hazard maps stay updated and reflect the most recent information and best available science for natural hazard areas, including flooding, landslides, liquefaction, unstable soils, wildfire, earthquakes, as well as climate change-induced hazards such as drought and sea level rise.

**Policy 7.1.2:** Require the submittal of detailed technical reports for proposed development within high risk flood, liquefaction and landslide hazard areas.

**Policy 7.1.3:** Actively discourage development in areas with high hazard potential.

**Policy 7.1.4:** Encourage development in low risk areas, including through the potential transfer of development rights.

**Policy 7.1.5:** Regulate floodplain areas in a manner that protects the public, recognizes their natural functions as waterways, and provides open space/recreational opportunities.

### **Goal 7.2: Partnerships and Education**

Continue and expand partnerships with government agencies, utilities, and other groups that can help Milwaukie residents prepare for natural hazards.

**Policy 7.2.1:** Continue to coordinate with regional, state and federal agencies on disaster preparedness efforts

**Policy 7.2.2:** Work with agency partners to address and respond to increased episodes of poor air quality resulting from wildfires in the region.

**Policy 7.2.3:** Identify strategies to ensure that mapping of the 100 and 500-year floodplain areas stays current and accurate.

**Policy 7.2.4:** Work with the county, state, and regional partners to regularly update the City's Hazard Mitigation Plan.

**Policy 7.2.5:** Increase outreach and education for hazard awareness and natural disaster preparedness, especially for low-income, elderly, non-English speaking, and other vulnerable populations.

### **Goal 7.3: Infrastructure and Building Resiliency**

Ensure that the City's built environment and infrastructure are adequately prepared for natural disasters.

**Policy 7.3.1:** Ensure that relevant sections of the Milwaukie Municipal Code, most notably those that deal with Flood Hazards, Seismic Conditions, and Soils, are maintained to reflect best available science.

**Policy 7.3.2:** Increase the quality, resiliency, and redundancy of utility and transportation infrastructure to increase chances of continued service following a natural disaster.

**Policy 7.3.3:** Promote the retrofitting of buildings for better natural disaster resiliency through education and potential incentives for residential and commercial property owners.

**Policy 7.3.4:** Encourage development that exceeds minimum building code standards and is built to withstand high intensity natural disasters.

**Policy 7.3.5:** Prohibit essential public facilities and uses with vulnerable populations from being located within areas at high risk of flooding, landslides, liquefaction, and fire, and aim to relocate existing uses in these areas.

### **Goal 7.4: Adaptation and Mitigation**

Develop programs that inform the Milwaukie about the increased risks from natural hazards and create strategies for how to deal with them.

**Policy 7.4.1:** Support efforts by the City or public land trusts to acquire properties with high risks of flooding, landslide, and other natural hazards.

**Policy 7.4.2:** Increase requirements for protecting large trees, riparian vegetation and wetlands that have the potential to consume and retain large amounts of surface and storm water.

**Policy 7.4.3:** Coordinate with regional, state and federal agencies on disaster preparedness efforts.

**Policy 7.4.4:** Encourage, and eventually require, green infrastructure and development practices.

**Policy 7.4.5:** Support expansion of the City's Community Emergency Response Team (CERT).

**Policy 7.4.6:** Create designated emergency routes and disaster recovery facilities and keep the public informed of them through a variety of different outreach methods.

## **Climate Change and Energy Policies**

**Overarching Chapter Goal:** Conserve energy and be prepared for the potential impacts of climate change through efficient land use patterns, multimodal transportation options, wise infrastructure investments and increased community education.

### **Goal 13.1: Built Environment**

Create a built environment that prioritizes energy efficiency and climate resiliency and seamlessly integrates natural resources.

**Policy 13.1.1:** Encourage the use of innovative design and building materials that increase energy efficiency and natural resource conservation, and minimize negative environmental impacts of building development and operation.

**Policy 13.1.2:** Provide flexibility in development standards and permitted uses for projects that make significant efforts to address climate change and energy conservation.

**Policy 13.1.3:** Advocate at the local, state, and federal level for building codes that increase energy conservation and facilitate emission reductions.

**Policy 13.1.5:** Develop standards and guidelines that contribute to a 40% citywide tree canopy and help achieve other strategies called out in the Climate Action Plan.

**Policy 13.1.6:** Create a more energy efficient land use pattern through the use of infill development and, where appropriate, increased density and development intensity.

**Policy 13.1.7:** Encourage the creation of compact, walkable neighborhoods and neighborhood hubs throughout the city that provide a mix of uses and help reduce transportation emissions and energy usage.

**Policy 13.1.8:** Work with property owners and developers to facilitate the adaptive reuse of existing buildings.

**Policy 13.1.9:** Incorporate climate change criteria into the land use application and development review process.

**Policy 13.1.10:** Revise the City's solar access requirements to better reflect recent trends and technologies.

**Policy 13.1.11:** Streamline review for solar projects on rooftops, parking lots, and other areas with significant solar capacity.

### **Goal 13.2: Transportation and Utility Infrastructure**

Maintain and expand Milwaukie's transportation and utility infrastructure in a manner that facilitates greater redundancy, energy conservation, and emissions reductions.

**Policy 13.2.1:** Increase the quantity, quality and variety of Milwaukie's active transportation options, including trails, bike lanes, sidewalks, and transit.

**Policy 13.2.2:** Work with local businesses and regional partners to increase transit usage and develop "last mile" solutions.

**Policy 13.2.3:** Identify desired transportation mode splits and develop programs and standards to ensure that they are met.

**Policy 13.2.4:** Reduce barriers to developing alternative energy projects on public buildings and properties.

**Policy 13.2.5:** Aim to increase the use of alternative energy vehicles through a mix of infrastructure improvements, incentives, and development requirements.

**Policy 13.2.6:** Account for rapidly changing technologies such as autonomous vehicles and other intelligent transportation systems during site development review and capital improvement planning.

**Policy 13.2.7:** Prioritize natural stormwater management systems.

### **Goal 13.3: Adaptation and Mitigation**

Ensure that the Milwaukie community is informed and prepared to address a changing climate and the need to modify historic norms and behavior.

**Policy 13.3.1:** Educate residents, businesses, developers and other community members on climate science and simple ways they can take action to adapt and mitigate for a changing climate.

**Policy 13.3.2:** Be an advocate and early adopter of emerging technologies and strive to be a model for how small cities can adapt to climate change.

**Policy 13.3.3:** Incorporate best available science related to energy conservation and climate change adaptation into planning and development review.

**Policy 13.3.4:** Regularly update the City's Climate Action Plan to identify strategies for addressing climate change and include emerging technologies and programs.

**Policy 13.3.5:** Promote climate-resilient vegetation and landscaping.

**Policy 13.3.6:** Pursue the development of heat shelters and shading sites, including indoor community spaces that can serve as clean air and cooling centers and shaded outdoor community spaces

**Policy 13.3.7:** Encourage property owners to retrofit their properties to accommodate alternative energy production.

**Policy 13.3.8:** Explore opportunities for creating community solar projects and other collective efforts.

**Policy 13.3.9:** Consider equity and affordability when developing city programs and development standards related to energy conservation and climate change.

**Policy 13.3.10:** Consider increased population growth due to climate refugees, caused by more people moving to the area to escape less hospitable climates.

**Policy 13.3.11:** Encourage the use of materials that can mitigate for climate-change induced impacts such as heat island effect and increased flooding.